

## Threshold Criteria for Cleanup Grants

### 1. **Applicant Eligibility:**

- a. **Eligible Entity:** The City of Chicopee, Massachusetts is a general purpose unit of local government.
- b. **Site Ownership:** The City of Chicopee acquired the former Uniroyal Tire Complex properties as a result of a levy and execution on a money judgment on May 11, 2009 as recorded in the Hampden County Registry of Deeds, Book 17783, pages 139 & 142.

### 2. **Letter from the State or Tribal Authority:**

See letter from the Massachusetts Department of Environmental Protection (MassDEP) in the Attachments Section.

### 3. **Site Eligibility and Property Ownership Eligibility:**

- a. **Basic Site Information:** Former Uniroyal Tire Complex – Building #28 South  
154 Grove Street  
Chicopee, MA 01020  
Owner: City of Chicopee
- b. **Status and History of Contamination at the Site:** **The Former Uniroyal Tire Complex** consists of approximately 28 acres of land, originally developed during the late 1800s. In 1870 the property was used as a lumber yard by the Chicopee Manufacturing Company. From 1896 to 1898 the property was owned by the Spaulding and Pepper Company, who manufactured bicycle tires. The Fisk Rubber Company, which later changed its name to United States Rubber Company and then to Uniroyal, Inc., manufactured bicycle, automobile & truck tires and adhesives from 1898 to 1981. Uniroyal Inc. closed their plant in 1980 and sold the property to Facemate Corporation in 1981. Facemate leased portions of the Uniroyal buildings to various companies for manufacturing, printing, machine shops, office, storage and health care facilities. Currently, seventeen (17) vacant buildings, encompassing 1.5 million square feet, remain standing at the Site.

**Building #28 South encompasses XXXXX. The Building is characterized as XXXX.**

Former manufacturing operations entailed the use of approximately 22 underground storage tanks (USTs) and five aboveground storage tanks for the storage of various petroleum products and solvents. Twenty-five pad and/or wall mounted transformers were used to distribute electrical power for site operations. Of these, 23 contained PCB-based dielectric fluids.

Michelin North America, Inc. (MNA) acquired the assets of Uniroyal, Inc. circa 1990 and is considered the primary responsible party (PRP) dealing with residual contamination at the Uniroyal property. To date, MNA has identified and removed all known USTs on the property and all transformers have been removed by MNA and the City. MNA has managed transformer fluids and PCB-impacted soils (>50 ppm) at appropriately licensed off-site waste management facilities. In

addition, MNA has consolidated PCB-impacted soils (<50ppm) on the Site and has initiated construction of a cap under applicable TSCA regulations over a portion of the rail bed located on Parcel 147-10.

The City is working in cooperation with MNA to address other environmental conditions at the Site; however, MNA has taken the position that historical application of pesticides/herbicides falls under the exemption provisions of the Federal Insecticide and Rodenticide Act (FIFRA). In addition, historic rail contamination, including leaching preservatives from rail ties, exhaust from trains and ash from the combustion of coal, are exempt under the MCP. Since the City is looking to change the use of the rail line to a different exposure potential, appropriate response actions must be undertaken, consistent with the provisions and associated policies under the MCP.

- c. Sites Ineligible for Funding: The Uniroyal Site is (a) not listed, proposed to be listed on the National Priorities List; (b) not currently subject to unilateral administrative orders, court orders, administrative orders on consent, or judicial consent decrees issued to or entered into by parties under CERCLA and (c) not either subject to the jurisdiction, custody or control of the U.S. government.
- d. Sites Requiring a Property-Specific Determination: The Uniroyal Site does not include properties subject to/with (a) planned or ongoing CERCLA removal actions; (b) facilities that have been issued or entered into a unilateral administrative order, a court order, an administrative order on consent, or judicial consent decree or to which a permit has been issued by the United States or an authorized state under RCRA, FWPCA, TSCA or SDWA; (c) facilities subject to RCRA corrective action to which a corrective action permit or order has been issued or modified to require implementation of corrective; (d) land disposal units that have submitted requirements specified in a closure plan or permit (e) a release of PCBs where all or part of the property is subject to TSCA remediation or (f) facilities receiving monies for cleanup from a LUST trust fund.

**Note:** Although a release of PCBs has been identified at the Uniroyal Site and remediation is currently on-going under the TSCA program, our grant proposal pertains solely to the cleanup of hazardous building materials. For this reason, we believe that a property-specific determination is not necessary.

- e. Environmental Assessment Required for Cleanup Proposals: Various consultants have completed environmental studies on the Uniroyal property, dating back to the early 1980's. A Phase I Limited Site Investigation was completed by ECS in March 1991. A Phase II Comprehensive Site Assessment (CSA) was completed by ECS in August 1997. Additional Phase II Investigations were completed by ECS in February 1998. A Supplemental Phase II CSA was completed by Gannett Fleming in June 2005. Gannett Fleming also completed a Phase III Remedial Alternatives Analysis in June 2005 as well as various Phase IV Remedy Implementation Plans from March, 2006 through April 2010. Additional work since that date has been completed by GZA GeoEnvironmental, Inc. and includes a Supplemental Phase II CSA, dated January 2011.

Phase I assessment work was completed in conformance with the American Society of Testing Materials (ASTM) Standard Practice E 1527-05 for Phase I ESAs, which meets Environmental Protection Agency (EPA) Standards and Practices for All Appropriate Inquiries (AAI); Final Rule (40CFR Part 312).

The City is working in cooperation with MNA to address other environmental conditions at the Site; however, MNA has taken the position that historical application of pesticides/herbicides falls under the exemption provisions of the Federal Insecticide and Rodenticide Act (FIFRA). In addition, historic rail contamination, including leaching preservatives from rail ties, exhaust from trains and ash from the combustion of coal, are exempt under the Massachusetts Contingency Plan (MCP). Since the City is looking to change the use of the rail line to a different exposure potential, appropriate response actions must be undertaken, consistent with the provisions and associated policies under the MCP.

### **Property Ownership Eligibility**

- f. CERCLA § Liability: The City of Chicopee, as the current owner of the Site, is protected from CERCLA § 107 liability as a local government entity that acquired the property through tax foreclosure.
- g. Enforcement Actions: No ongoing or anticipated environmental enforcement actions have been issued for the Site. The City is unaware of any inquiries or orders from federal, state or local governmental agencies regarding the responsibility of any party for contamination or hazardous substances at the Site. Response actions by MNA that have occurred/are occurring on the Uniroyal properties are not being performed under any order or enforcement action.
- h. Information on Liability and Defenses/Protections:
- i. Information on the Property Acquisition:
1. The City of Chicopee acquired the former Uniroyal Tire Complex properties as a result of a levy and execution on a money judgment.
  2. The former Uniroyal Tire Complex properties were acquired on May 11, 2009 as recorded in the Hampden County Registry of Deeds, Book 17783, pages 139 & 142.
  3. All properties were acquired from former Facemate Corporation President, Walter F. Mrozinski.
  4. The City has no current or prior familial, corporate or financial relationships or affiliations with the previous owners of the Uniroyal properties.
- ii. Timing and/or Contribution Toward Hazardous Substances Disposal: The City has in no way caused or contributed to any releases of hazardous materials at the Site. All known releases and disposal of hazardous substances occurred prior to City ownership. The City has not, at any time, arranged for the disposal of hazardous substances at the Site or transported hazardous substances to the Site.
- iii. Pre-purchase Inquiry: No pre-purchase due diligence inquiry was conducted prior to the City acquiring the properties; however, the City of Chicopee is protected from CERCLA § 107 liability as a local government entity that acquired the properties through tax foreclosure.

- iv. *Post-Acquisition Uses:* The Site has remained vacant and has not been in active use since the City gained ownership. Beginning in February 2010, the City initiated a visioning process with Vanasse Hangen Brustlin, Inc. (VHB). Through VHB, the Existing Conditions Report for 15 buildings on the Site was completed by Tighe & Bond and a Market Analysis for Redevelopment was completed by RKG Associates, Inc. on March 26, 2010. The visioning process was completed in December 2010. Additionally, the Site was utilized for academic study by Cornell University Master of Landscape Architecture students, during spring 2010. The team completed a parallel master plan which included substantial community participation and visioning exercises. The team presented a final master plan document to the City and community in May 2010.
- v. *Continuing Obligations:* 1-3) The City is unaware of any continuing releases or threatened releases at the Site. Please note that a fence has been installed around the Site to limit access and protect human health & safety. There is ongoing concern that further deterioration of some buildings will result in the comingling of regulated building materials with general construction demolition debris. We are striving to acquire additional funding as quickly as possible to enable performance of pre-demolition abatement of such materials, to avoid additional costs associated with off-site management of comingled hazardous materials and C&D debris.

Redevelopment of the Uniroyal Site is crucial to the revitalization of Chicopee Falls and to reestablishing community connections to the Chicopee River. Addressing the current environmental issues is critical to propelling redevelopment forward. Therefore, the City is committed to a Site Redevelopment Plan that includes appropriate Activity and Use Limitations (AULs) and institutional controls; will assist and cooperate with those performing environmental assessments and provide access to the property; will comply with all information requests and administrative subpoenas that have or may be issued in connection with the Site and will provide all legally required notices.

- i. *Petroleum Sites:* The City is not requesting funds for the cleanup of petroleum contamination at this time. Resources from the MassDevelopment Brownfields Priority Project Fund are being utilized to deal with petroleum and other subsurface contamination issues.

#### **4. Cleanup Authority and Oversight Structure:**

- a. *Describe how you will oversee the cleanup at the site:* The Commonwealth of Massachusetts does not administer a voluntary clean-up program and the City of Chicopee, as property owner, is obligated under the Massachusetts Contingency Plan (MCP) to implement response actions at the property. The Commonwealth requires property owners to hire a Licensed Site Professional (LSP) if cleanup activities are deemed necessary. As defined by the Commonwealth, the LSP, “ensures that actions taken to address contaminated property comply with Massachusetts regulations and protect public health, safety, welfare and the environment.” In Massachusetts, LSPs are licensed by the state Board of Registration of Hazardous Waste Site Cleanup Professionals.

Following designation as a Brownfield Priority Project by MassDevelopment, the City released a Request for Proposals for Licensed Site Professional Services for the Uniroyal Site. The City followed all federal (40 CFR 31.36) and state public procurement guidelines during the process and has retained BETA Group, Inc. of Norwood, MA to provide LSP services related to oversight,

assessment and cleanup of residual contamination and management of hazardous materials at the Site. Alan Hanscom, MA License #2152 – serves as the lead BETA representative to the City. The primary environmental regulations governing cleanup of the Site include the Massachusetts Contingency Plan (MCP), the Wetlands Protection Act (WPA), the Resource Conservation and Recovery Act (RCRA) and the Toxic Substances Control Act (TSCA).

BETA reports directly to the City's Office of Community Development and BETA's services related to subsurface contamination is funded through the MassDevelopment Brownfields Priority Project Fund. Services related to building inspections, demolition and other related services are separately funded. If funding is appropriated under EPA's Cleanup Grant program, BETA would continue to provide LSP and oversight services. Any additional contractors needed to perform the proposed cleanup projects will be retained following all federal (40 CFR 31.36) and state public procurement guidelines.

- b. Provide your plan to acquire necessary access to adjacent/neighboring properties: In the event access to adjacent properties is required, the City is prepared to execute access agreements with adjacent property owners, including extending 'additional insured's liability coverage, for consultants and/or contractor activities. Such activities may include either short or long term arrangements, leases, easements or some form of deed restrictions or activity and use limitations (AULs). We will involve appropriate legal counsel for any such arrangements, as required.

## 5. Cost Share:

### a. Statutory Cost Share:

- i. Demonstrate how you will meet the required cost share: The City of Chicopee will meet the 20% cost share through the use of Community Development Block Grant (CDBG) funds.

- ii. The City of Chicopee is not requesting a waiver of the cost share requirement.

## 6. Community Notification:

The City hosted a public meeting at City Hall on XXX at XXXp.m. The public meeting was announced through advertisement in The Republican, the area's newspaper and on the City's website. Proposal drafts, including a draft Analysis of Brownfield Cleanup Alternatives (ABCA) were made available at the Office of Community Development and for download from the City's website. Two representatives from the City's Office of Community Development were present and no community members attended. No comments were submitted to the Office of Community Development by the December 17th deadline. The required documentation including the advertisement, sign-in sheet and public meeting summary are included in the Attachments Section.

Note that a separate public outreach program, including multiple public meetings, was part of the visioning process that began in January 2010 and completed December 2010. Reference is made to Section 3 of the narrative proposal for additional information.



## Ranking Criteria for Cleanup Grants

### 1. Community Need:

- a. Targeted Community and Brownfields: *Targeted Community:* Chicopee's contemporary character is the result of an evolutionary pattern that began in the early 1600's. The City began as three separate villages: Chicopee Falls, Cabotville and Willimansett. These settlements grew at a reasonable pace but did not exhibit the propensity to evolve an economy beyond agriculture.

A naturally occurring falls in the Chicopee River garnered attention as the Industrial Revolution took hold in America. In 1822, the Boston Associates realized the value in this resource and purchased water/land rights in Chicopee Falls for mill construction. In an article by John Robert Mullin, this industrial transition is described as, "...if with the coming of the mills, its 170-year dependence on agricultural production, its village character, and its traditional self-governance were simply crushed."

Change was rapid as industrial production increased. Chicopee Falls would become known as Factory Village with housing constructed for an imported workforce. Cabotville and Willimansett developed as similar industrial villages. At the height of production, Factory Village employed some 7,000 area residents. By the end of World War II, however, contracts for products dwindled and so too did Factory Village. Fisk Tire (now known as Uniroyal, Inc.) ceased operations by 1980 and was sold to the neighboring Facemate Corporation, which in vain attempted to create the Chicopee Industrial Park before going bankrupt and closing in 2003. Since the 1980's, the Uniroyal property has sat largely vacant, no longer providing the jobs and economic activity that were responsible for the Falls' development. The deterioration of buildings at the Site was shortly followed by increased economic challenges, dwindling property values and the realization of severe environmental concerns; all compounded by the social implications of a major failure in the City's economic engine.

The impact of Chicopee's industrial heritage is not limited to Chicopee Falls and Factory Village. The industrial complexes of Cabotville and Willimansett have also faded to memory, leaving behind similar concentrated areas of blighted, post-industrial Brownfields and a weak economic outlook unsupportive of visionary redevelopment schemes.

Chicopee Falls is now one of the City's oldest neighborhoods, of a mixed-use character, including low to moderate income residences, commercial, light industrial and public service properties (police & fire services, a district court house and post office). The neighborhood is home to the Church Street Historic District and the Edward Bellamy House; home of the Edward Bellamy Society and Chicopee Historical Society.

*Demographic Information:* Chicopee Falls is divided into two U.S. Census Tracts: 8107 and 8108. The Uniroyal properties are located in Tract 8108. Chart I details basic population data and clearly shows that the populations of the Census Tracts individually and the neighborhood as a whole are composed of significant numbers of both youth and senior citizens. As noted, significant numbers of Veterans also call Chicopee Falls home. Table II shows that the neighborhood suffers from significantly higher unemployment and poverty rates while very high percentages of households earn below City, State and national median household income levels.

Table I: Youth &amp; Senior Citizen Populations

	Census Tract 8107	Census Tract 8108	Chicopee Falls
Total Population	6,151	3,823	9,974
Population < 19 years	1,443 (23.5%)	1,008 (26.4%)	2,451 (24.6%)
Population > 65 years	946 (15.4%)	568 (14.9%)	1,514 (15.2%)
Total, Both Categories	2,389 (38.8%)	1,576 (41.2%)	3,965 (39.8%)
Veteran Status	658 (10.7%)*	375 (9.8%)*	1,033 (10.4%)*

(Population percentages based on 2010 U.S. Census data)

(\*Estimates based on American Community Survey 5-year Estimates, not accounting for margins of error)

Table II: Demographic Information

	Target Community		City of Chicopee	Hampden County	Massachusetts	United States
	Census Tract 8107	Census Tract 8108				
<b>Population</b>	6,151*	3,823*	55,298*	463,490*	6,547,629*	308,745,538*
<b>Unemployment Rate</b>	12.1% ±5.9% <sup>^</sup>	6.8% ± 3.3% <sup>^</sup>	8.7% <sup>†</sup>	8.5% <sup>†</sup>	7.1% <sup>†</sup>	6.7% <sup>†</sup>
<b>Poverty Rate</b>	3.8-11.2 % <sup>‡</sup>	6.1-21.7% <sup>‡</sup>	11.3 – 15.5% <sup>§</sup>	17.8 – 20.6% <sup>°</sup>	11.6 – 12.2% <sup>°</sup>	15.8 – 16.0% <sup>°</sup>
<b>% Minority</b>	12.1%*	15.9%*	13.2%*	23.5%*	19.6%*	26.7%*
<b>Per Capita Income</b>	\$25,265 ± \$2,862 <sup>‡</sup>	\$22,160 ± \$2,392 <sup>‡</sup>	\$24,056 ± \$1,143 <sup>§</sup>	\$25,626 ± \$742 <sup>°</sup>	\$34,907 ± \$338 <sup>°</sup>	\$27,319 ± \$46 <sup>°</sup>
<b>Median Household Income</b>	\$51,585 ± \$10,931 <sup>‡</sup>	\$40,366 ± \$7,530 <sup>‡</sup>	\$46,396 ± \$2,119 <sup>§</sup>	\$48,865 ± \$2,517 <sup>°</sup>	\$65,339 ± \$645 <sup>°</sup>	\$51,371 ± \$53 <sup>°</sup>

\*Data from the 2010 Census data

<sup>^</sup> Median Percentages based on 5-year ('08-'12) American Community Survey Unemployment Estimates

<sup>†</sup> Data from the Bureau of Labor Statistics

<sup>‡</sup> Based on Margins of Error in 5-year ('08-'12) American Community Survey Estimates

<sup>§</sup> Based on Margins of Error in 3-year ('10-'12) American Community Survey Estimates

<sup>°</sup> Based on Margins of Error in 1-year ('12) American Community Survey Estimates

**Brownfields: Building #28 South represents XXXXX.**

The former Uniroyal Tire Complex consists of approximately 28 acres of post-industrial Brownfields, originally developed during the late 1800s. Uniroyal Inc. closed their plant in 1980 and sold the property to Facemate Corporation in 1981. Facemate leased portions of the Uniroyal buildings to various companies for manufacturing, printing, machine shops, office, storage and health care facilities. Currently, 17 vacant buildings, encompassing 1.5 million square feet, remain standing at the Site. The former Uniroyal property is located adjacent to the former Facemate Corporation property, consisting of approximately 20 acres. Together, the former Uniroyal and

Facemate properties are known as RiverMills at Chicopee Falls – the largest Brownfields Redevelopment Project in Chicopee’s history. To date, the City has invested over \$30 million at RiverMills to address site security, demolition, cleanup, site preparation and construction of the new Senior Center.

*Cumulative Environmental Issues:* The Uniroyal Site represents 28 acres of Brownfields located at the geographic center of the City. The Site is considered blight on the neighborhood and provides no economic, social or environmental benefits to Chicopee. Most structures have deteriorated beyond economically feasible reuse and structural failures are considered imminent. This threat creates a significant environmental safety risk for the neighborhood and its residents.

The City responded by providing 24-hour security, which was eventually replaced with an alarmed, 12 foot high chain-link fence enclosing the entire Site. Chicopee’s Police and Fire personnel monitor the alarm system 24 hours a day and continuously dedicate staff to visiting the Site. An entry protocol was also established and is strictly enforced when Site access is required. Vacancy raises additional concerns. Civic and neighborhood pride are challenged in the face of such large-scale blight while the Site’s appearance creates an aura of danger and disinvestment. Such qualities pose challenges for the City as it strives to re-imagine and re-invest in these properties while identifying avenues for private investment. A lack of interest from the private sector is clear, as evidenced by 30 years of vacancy at a Site with direct river access and stunning views of a rich environmental and recreational resource.

**Known residual site contamination along the rail bed includes: heavy metals, PAHs and pesticides/herbicides.**

The Massachusetts Office of Environmental Affairs (EOEA) lists portions of both Census Tracts 8107 and 8108 as meeting two of four Environmental Justice population criteria. The criteria met include: households earning 65% or less of statewide household income and 25% or more of residents are minority. The Massachusetts Department of Environmental Protection (MassDEP) has classified Chicopee as an Economically Distressed Area (EDA), defined as an area within the Commonwealth that is eligible for targeted assistance under the Brownfields Act. Further, the Community Development Financial Institutions Fund (CDFI) lists Census Tract 8108 in Severely Distressed Status and Tract 8107 in Eligible Status for the New Market Tax Credit (NMTX) Program which the CDFI administers. Such classifications are based on demographic information, including income, poverty and empowerment zone status.

Chicopee is also a federally designated Empowerment Zone/Entitlement Community per the U.S. Department of Housing and Urban Development (HUD), with all block groups in Tract 8108 and three of the five block groups of Tract 8107 defined as having 51% or greater total number of low to moderate income residents.

***These data show that Chicopee Falls does contain significant populations of youth, seniors and low to moderate income citizens whose health, welfare and environment are highly impacted by the presence of Brownfields, like Parcel #147-10, within their neighborhood.***

- b. *Impacts on Targeted Community:* Chicopee’s population is further impacted by higher rates of occurrence for many health issues currently tracked by the Commonwealth. According to



MassCHIP (Community Health Information Profile), Chicopee residents suffer from higher rates of the following ailments when compared Massachusetts, overall:

- Asthma;
- Bronchus & Lung Cancer;
- Cardiovascular Diseases; and
- Diabetes.

In addition to these ailments, 18.8%  $\pm$  3.9% of Census Tract 8107 and 11.3%  $\pm$  3.3% of Tract 8108 reported a disability, as estimated in the 5-year ('08-'12) American Community Survey estimates.

The following contaminants, known to be residual contamination on Parcel #147-10 not only compound the above described health issues but have also been linked to additional health complications;

- **Lead** exposure has been linked to kidney and nervous/reproductive system damage. The Department of Health and Human Services, the EPA and the International Agency for Research on Cancer have all determined that lead can also reasonably be considered a human carcinogen;
- **PCB** exposure has been linked to cancer and immune, reproductive, neurological & endocrine effects according to the EPA;
- **Arsenic**,
- **Polynuclear Aromatic Hydrocarbons**; and
- **Herbicides/Pesticides**.

***Today, the presence of this contamination places a disproportionate burden on Chicopee's Falls sensitive populations of youth, seniors and low to moderate income residents who already suffer from higher rates of asthma, other respiratory ailments, cardiovascular diseases, diabetes and other disabilities.***

**Financial Need:** *i. Economic Conditions:* The City's financial needs for the remediation and redevelopment of the Uniroyal Site are daunting. Massachusetts municipalities depend on local property taxes to fund local government operations and these 28 acres have provided little if any tax income to the City for a number of years. An estimated \$2.9 million in property tax revenue from non-payment of municipal property taxes has already been lost. Additionally, the City has incurred legal, security and planning costs in excess of \$400,000 to secure the Site and initiate the redevelopment process. Ongoing costs associated with security and legal issues are estimated at \$225,000.

While Chicopee Falls' list of manufacturing milestones is a source of local pride, the legacy of nearly two centuries of industrial dominance is taking its toll on our community. A decline in manufacturing, which is a national phenomenon, has left the City with concentrated areas of vacant industrial complexes that provide no economic benefits. Further, most of the structures remaining on Site have been vacant for over 30 years and have deteriorated beyond any economically feasible reuse (Building 26 being an exception as the building is targeted for redevelopment).

Structural failures and the imminent threat of additional internal collapses increase abatement, demolition and disposal costs.

Further, some two million square feet of industrial space sits idle. Today, there is little demand or interest for production facilities of this scale. As such, a significant burden has been placed on Chicopee's economy and property values, which directly affects the City's tax revenue. To best benefit Chicopee Falls and the City, clean-up efforts must be completed so redevelopment can meet contemporary needs while producing new jobs and amenities for residents and new tax revenue for the City.

Recent economic conditions and significant weather events have further stressed the City's financial resources. Avery Dennison, a binder and label manufacturer, located in the Westover Industrial Park announced in fall 2013 plans to close their facility in Chicopee and relocate production and distribution to existing facilities in Meridian, Mississippi and Tijuana, Mexico. The closure, which began in January 2014 is expected to result in the loss of 250 local jobs. Additionally, the City of Chicopee has seen additional resources diverted to cleanup and management of significant weather events. Stretching back to 2008, the most significant weather events for which the Federal Emergency Management Agency has issued Disaster Declarations or Emergency Declarations include the following:

- DR-4110 – Severe Winter Storm and Snowstorm (2013)
- DR-4051 – Severe Storm and Snowstorm (2012)
- DR-1959 – Severe Winter Storm and Snowstorm (2011)
- DR-1994 – Severe Storms and Tornadoes (2011)
- DR-4028 – Tropical Storm Irene (2011)
- DR-1813 – Severe Winter Storm and Flooding (2009)
- EM-3296 – Severe Winter Ice Storm (2008).

To better understand the severity of some of these weather events, DR-1959, a Severe Winter Storm and Snowstorm that hit the region on October 31, 2011 dropped nearly two feet of snow on the City and resulted in over \$7 million dollars in cleanup costs.

*ii. Economic Effects of Brownfields: **Currently, the former Uniroyal and adjacent Facemate properties represent Chicopee's largest Brownfields project poised for redevelopment.***

Former industrial complexes like Uniroyal pose serious challenges for the neighborhoods they once supported. As the factories closed, a workforce originally brought in to serve Factory Village found employment elsewhere. More recently, between the years of 2005 and 2009, the City's unemployment rate skyrocketed 76%, from 6.5% to 11%. Since 2009, the City's unemployment rate has improved slightly, however, the median estimates presented in the Table II above suggest that such an improvement has not occurred in Chicopee Falls, where unemployment may be as high as 18% in Census Tract 8107 and 10.1% in Tract 8108. These median rates are significantly higher than the City, County and State rates.

It should also be noted that the Uniroyal properties are located within Census Tract 8108, where the poverty rate is significantly higher than Tract 8107. Using the median household income estimates provided (not factoring in margins of error for the 5-year American Community Survey

estimates), the following data suggest a significant portion of both Census Tracts earn well below City, County and State median household income values.

*Table III: Estimates of households earning below median household income estimates*

	<b>Census Tract 8107</b>	<b>Census Tract 8108</b>
Below Chicopee median household income	43.5%	57.5%
Below Hampden County median household income	45.9%	51.9%
Below Massachusetts median household income	66.6%	81.5%

## **2. Project Description and Feasibility of Success**

- a. *Project Description: i. Existing Conditions:* Building #28 South has remained mostly vacant since the early 1980's when Uniroyal Tire ceased operations and sold the property to the neighboring Facemate Corporation. **The Building is characterized as XXXXX.**

Redevelopment visioning for the former Uniroyal and neighboring Facemate properties was completed in December 2010. Known collectively as 'RiverMills at Chicopee Falls,' the Vision Plan proposes the creation of an active and passive recreational network that reconnects the neighborhood to the Chicopee River. This network is the armature around which a mixed-use community of residential, commercial and office developments is molded. The first phase of redevelopment began during fall 2011 when the remaining Facemate buildings (northern portion of RiverMills) were demolished to prepare for construction of the City's new Senior Center (RiverMills Center), planned to open in spring 2014. The City anticipates the Center acting as a catalyst, spurring redevelopment efforts on both the Facemate and Uniroyal properties. Additionally, the City has moved forward with Phase II of the Chicopee River Walk, a rail-trail conversion that will link the Uniroyal property to the City's downtown (south-west of the Site). The vision for RiverMills is based on extensive market analysis and envisions the following:

- active and passive recreational network;
- 33,500 square feet of new commercial/retail space;
- 131,000 square feet of new office space;
- 131 new residential units;
- a 34,500 square foot Recreational Center; and
- a 21,000 square foot Senior Center.

- ii. *Proposed Cleanup Plan:* **Includes the abatement and off site management of hazardous building materials including asbestos, lead, hazardous wastes, and PCB-containing materials.**

Given the nature of the abatement work to be performed, no institutional or engineering controls would be necessary after completion. All necessary environmental controls will be implemented and properly monitored over the course of the project.

b. Task Descriptions and Budget Table:

Budget Categories	Project Tasks	Parcel #147-10			
	<i>Task I: Cooperative Agreement Oversight</i>	<i>Task II: Abatement Design &amp; Procurement</i>	<i>Task III: Abatement Activities</i>	<i>Task IV: Air Monitoring &amp; Post- Cleanup Air Clearance Testing</i>	<i>Total</i>
Personnel					
Fringe Benefits					
Travel	\$2,500				\$2,500
Equipment					
Supplies	\$500	\$500			\$1,000
Contractual		\$40,000	\$132,000	\$24,500	\$196,500
Other					
Cost Share	\$10,000		\$30,000		\$40,000
<b>Total</b>	<b>\$13,000</b>	<b>\$40,500</b>	<b>\$162,000</b>	<b>\$24,500</b>	<b>\$240,000</b>

**Task I: Cooperative Agreement Oversight (\$13,000)** Two City Officials will travel to the next U.S. EPA sponsored Brownfields Conference, should one be scheduled during the three-year project period. If not those officials will participate in Brownfields related trainings. Supply costs will support the costs related to community engagement including management of a new website for the City's Brownfields Program that will debut in March 2014. The City will commit CDBG funds to cover staff time related to programmatic costs and to fulfill the necessary reporting requirements to the EPA, allowing more funds to be applied to actual assessment activities. The City of Chicopee will not use any funds for administrative purposes as prohibited by the EPA.

Outcomes and Outputs: Compilations of materials from the National Brownfields Conference or Brownfields-related trainings to share with City Officials and Staff, all required reports for submittal to the U.S. EPA including a final Analysis of Brownfields Cleanup Alternatives (ABCA), Community Relations Plan (CRP), quarterly reports and ACRES reporting.

**Task II: Abatement Design & Bidding (\$40,500)** Professional services related to cleanup design, preparation of bidding documents including technical specifications and bidding phase assistance. The City will comply with all federal and state procurement requirements in retaining these services. In addition, this contract will include tasks related to oversight of the cleanup contractor and any reporting necessary.

Outcomes and Outputs: Solicitation of professional services, completion of cleanup documents including technical specifications and bid documents, contract procurement and execution.

**Task III: Abatement (\$162,000)** Cleanup Contractor costs for mobilization/demobilization, soil excavation and on-site consolidation and/or off-site management, confirmatory sampling and backfill. Additional Cost Share funds will be utilized to augment the Abatement Budget.

Outcomes and Outputs: Complete clean-up and on-site consolidation and/or off-site management of contaminated soils.

**Task IV: Post-Cleanup Monitoring (\$24,500)** Includes third party air monitoring during and following completion of all cleanup activities.

Outcomes & Outputs: Confirmation that the surrounding environment has been protected from a potential release of contamination.

- c. Ability to Leverage: The City has the ability to leverage additional CDBG funds to supplement EPA grant funds during the project should it become necessary to do so. The City has prioritized Uniroyal redevelopment and is committed to realizing the redevelopment Vision Plan. To date the City has invested nearly \$7 million in CDBG funds for various aspects of the overall project.

Other leveraged funds include \$50,000 from MassDEP via an EPA grant which has been used to fund Hazardous Building Material Inspections on the remaining un-inspected Uniroyal buildings. These inspections were completed during summer 2012. In addition to these funds, MassDevelopment, the Commonwealth's finance and development agency has designated the Site a Brownfield Priority Project. With this designation, MassDevelopment has pledged up to \$2 million in funds to further assessment and clean-up efforts. Further funds that can be leveraged are available from the Pioneer Valley Planning Commission (PVPC) administered Brownfields Revolving Loan Fund (RLF) funded through the EPA. The fund currently has \$1.5 million available for sub-grants and loans.

Please see support letters regarding these leveraged resources in the Attachments Section.

### 3. **Community Engagement and Partnerships**

- a. Plan for Involving Targeted Community & Other Stakeholders; and, Communicating Project Progress: Community engagement regarding the Uniroyal and neighboring Facemate properties has been ongoing since the redevelopment visioning process began in February 2010. The planning team, led by VHB, Inc. held three public meetings throughout the process, at which over 50 community members participated. Information gathered from these meetings informed a 'preferred' vision, which was revealed to the community in December, 2010.

Also in February 2010, a team of Cornell Master of Landscape Architecture students initiated a parallel master planning project known as 'H.E.A.L Chicopee: A Strategic Plan for the Uniroyal/Facemate Properties.' The team's extensive community outreach efforts resulted in the participation of over 1,000 community members. The students documented seven oral history interviews, 404 community survey responses and 682 student visioning responses. The students partnered with the Chicopee Public School System, the Chicopee Historical Society/Edward Bellamy Society, the Chicopee Public Library, the Chicopee Senior Center, local businesses as well as the professional team. The data gathered was used to define strategies addressing historic preservation, stormwater/flood management and Brownfields remediation. A redevelopment framework plan was developed that addresses varying market conditions plausible by 2030.

The H.E.A.L team held two community meetings; the first on March 1, 2010 at the Edward Bellamy House; the second on May 26, 2010 at Chicopee High School. Approximately 30 residents



attended the first meeting and 40 attended the second. The May 26<sup>th</sup> presentation was recorded and broadcast on a local cable community access channel.

Efforts to keep the community informed have occurred through numerous avenues. Copies of all presentations and reports have been made available at the Chicopee Public Library and for download from the City's website. Local newspaper and news stations have also covered most activities with reports and articles. The final H.E.A.L presentation was recorded and aired numerous times on the local community access channel. Additionally, the City has created a page off its main website specifically for RiverMills; while VHB has created a similar page with documents related to the master planning process. The H.E.A.L team also utilized the social networking site Facebook to connect with City residents and the online tool Survey Monkey to develop/distribute survey materials.

The City plans to continue communicating with residents through the above mentioned avenues and through the development of HEAL Chicopee, a new website specifically designed to serve as a clearinghouse of information regarding all projects administered through the City's Brownfields Program. The new website will launch in March 2014 and includes a feedback mechanism for visitors to ask questions or community ideas/concerns about the property. A project sign will be erected at the Site providing information to residents on where to find additional project information. Should a language barrier be identified, the City will make every effort to procure appropriate interpreters. The planning team has already worked to address language barriers by providing all materials in English and Spanish while also being prepared to translate to Portuguese and Polish if requested. The City is also prepared to accommodate those with special needs such as the blind and the deaf.

- b. *Partnerships with Government Agencies:* Partnerships between the City of Chicopee and local, state and federal agencies have been crucial to the work that has been accomplished this far and reaching future goals. The City has formed a strong partnership with MassDEP, the Commonwealth's environmental authority which oversees Massachusetts' cleanup program. MassDEP chairs the Brownfield Support Team (BST) for the RiverMills Brownfields project, an on-going redevelopment project in the adjacent Chicopee Falls neighborhood. The BST, which is in its third round of project sites, strives to build collaboration between required local, state and federal agencies to streamline the redevelopment process. Dedicated partners who sit on the BST include MassDEP (which chairs the team) U.S. EPA, MassDOT, MassHistoric, MassDevelopment, the Massachusetts Attorney General's Office. Governmental agency partners have assisted the City with technical expertise, review of environmental reports and the identification of funding for assessment and cleanup.

The City's Health Department has been extremely active on the City's internal Task Force, created specifically to keep all key City Departments informed of assessment and clean-up of Brownfields throughout the City. The Health Department has provided oversight of potential health concerns and is easily accessible to Chicopee Falls Stakeholders and the community.

The City is collaborating with the Pioneer Valley Planning Commission on design of the Connecticut River Bikeway project. If successful, a future link between the extended Chicopee RiverWalk and Bikeway (which will encompass much of Parcel #147-10) would connect Chicopee Falls into a regional trail network. Grant funding provided to the City through PVPC that is funding

the design of a portion of the regional bikeway system stems from a HUD/EPA/DOT Partnership for Sustainable Communities. Additionally, the Pioneer Valley Planning Commission (PVPC) received U.S. EPA Brownfields Area-wide Planning grant funds from the HUD/EPA/DOT Partnership for Sustainable Communities to complete an Area-wide Brownfields Plan for the City's West End neighborhood.

c. *Partnerships with Community Organizations*: The City of Chicopee is pleased to include the following community organizations among those dedicated to the redevelopment of the Uniroyal and neighboring Facemate properties;

- ***Friends of the Chicopee Senior Center***; is a 501(c)(3) non-profit organization dedicated to the construction of the City's new Senior Center (known as RiverMills Center). The group has launched an ambitious fundraising campaign to support design and construction activities as the Center will be placed on a portion of the Facemate property. With this project underway, the group has placed emphasis on supporting the clean-up and redevelopment of the Uniroyal property as the new Center will be located a ¼ mile from the property;
- ***The Chicopee Council on Aging***; has been an avid supporter of the RiverMills Center, working tirelessly to identify an appropriate site for many years. The Council's mission emphasizes the physical, mental and spiritual well-being of the City's older adults and has a vested interest in seeing the Uniroyal property developed in a way that enhances the activities and programming anticipated for RiverMills Center;
- ***The Edward Bellamy Society/Chicopee Historical Society***; has worked tirelessly to advertise community meetings, disperse/collect community surveys and circulate the H.E.A.L Chicopee document. The group is also working to establish a collection of images, plans, maps and memorabilia regarding the Uniroyal and Facemate properties and has played a key role in preserving Chicopee's rich industrial heritage;
- ***The H.E.A.L Chicopee team***; Cornell Master of Landscape Architecture students. Lee Pouliot, who is proposed as the project manager of this grant, is one of the H.E.A.L team's members. He is a lifelong Chicopee resident and currently works with the Office of Community Development.

Letters of Support from these organizations along with attendance lists from public meetings can be found in the Attachments Section.

#### 4. ***Project Benefits***

a. *Health and/or Welfare and Environment*: In the long term, the project initiates the removal of severe blight from the neighborhood which will showcase the City's commitment to completing the significant, on-going cleanup of the entire Uniroyal property in preparation for redevelopment. This cleanup project will also bolster civic pride and incentivize renewed interest private investment.

The redevelopment of this property will also provide new construction and full/part employment positions in the neighborhood. Additionally, the proposed green space network will offer residents, the neighboring RiverMills Center and youth new modes of safe transportation and recreation along a Riverfront that does not exist today.

The Vision Plan for redevelopment is based on the neighborhood's desires for the property. Affordable, equitable development including affordable housing was identified as a key component of the plan. The RiverMills Vision Plan envisions redevelopment to be an extension of the existing neighborhood; one that links to existing development to avoid gentrification challenges.

**Health:** Cleanup and redevelopment of the property will also impact the neighborhood's health statistics. The cleanup of rail bed contamination limits the possibility exposure which protects sensitive populations suffering from higher rates of asthma and bronchus/lung cancers. The proposed green network for the property will offer residents new recreational opportunities that will address cardiovascular ailments, diabetes and obesity. The green network will also provide alternative modes of transportation, reducing automobile emissions thereby creating a healthier overall environment for the neighborhood's sensitive populations.

b. *Environmental Benefits from Infrastructure Reuse/Sustainable Reuse: i. Planning, Policies or Other Tools: & ii. Example of Efforts:* Redevelopment of the former Uniroyal and neighboring Facemate properties will incorporate a number of sustainable practices as were defined in the area-wide planning process that resulted in a final plan for the properties in December 2010. Many ideas generated in H.E.A.L Chicopee have been layered into the RiverMills Vision Plan. The City has considered how the Site might address MassDEP's 'Sustainable Development Principles' throughout the redevelopment process. To date, the following environmental benefits from infrastructure and sustainable reuse have been identified and considered key characteristics of the Vision Plan that also address the sustainable redevelopment and livability principles as defined in the HUD-DOT-EPA Partnership for Sustainable Communities:

- Direct environmental improvement for a designated Environmental Justice population;
- Enhanced opportunity for strong public-private partnership to advance public amenity demands that support and incentivize private investment;
- Equitable, mixed-use development based on known market demands for affordable housing for targeted age groups of 35 years & younger and 55 years & older;
- Preservation of the Site's industrial legacy and industrial remnants as social 'connectors';
- Provide educational opportunities for unveiling Chicopee's rich history, environmental systems and impacts of industry on our landscapes;
- Creation of a new, community-desired green space network, which will provide alternate modes of transportation and crucial recreational opportunities;
- Establishment of links between Chicopee Falls and surrounding neighborhoods;
- Re-establish access between the City and Chicopee River, enhance the River eco-system;
- Align development with existing Pioneer Valley Transit Authority (PVRTA) bus routes while enhancing connections to the Westover Metropolitan Airport;
- Design landscape areas as multi-functional spaces layering recreation with stormwater low-impact design (LID) elements and habitat restoration while aligning the design of these spaces with the objectives of the Sustainable Sites Initiative (SITES);
- LEED Certification for new structures; the City has targeted LEED Silver for RiverMills Center and intends this project to set the standard for interested developers;
- Exploration of alternative energy systems, especially geo-thermal on a site-wide scale;
- Preservation of existing wells for use as irrigation following redevelopment;
- Building reuse and material salvage for reuse during redevelopment;

- Utilization of demolition materials on site to backfill basements (reduce off site trucking of waste and on site trucking of required fill materials);
  - Increase the density of the Chicopee Falls neighborhood;
  - Reuse existing utilities including electric, water and sewer systems;
  - Expand the Chicopee River Walk and Bikeway and connect with the Connecticut River Walk and Bikeway linking the City and Site with a regional recreation resource; and
  - Create 'shared' parking areas, to reduce the footprint of parking lots.
- c. *Economic and Community Benefits:* *i. Economic or Other Benefits:* Redevelopment visioning has already been completed for the Site. Complete redevelopment of the both the Uniroyal and neighboring Facemate sites hold a number of economic outcomes for Chicopee Falls and the City. The Site's Market Analysis provided evidence that the Site would succeed as a mixed-use development including housing, small commercial establishments and development of the City's office market. The Vision Plan indicates this development scheme will support the creation of 200 new construction jobs and 275 new full/part time jobs within the City while sustaining another 100 existing positions. Private investment at build-out of the Vision Plan will reach \$100 million. ***Therefore, in the long-term three economic outcomes are certain: the creation of new jobs & additional business operations and real estate tax revenues for the City and State.***

Short-term economic benefits include overall site preparations for redevelopment. As the City moves forward with construction of RiverMills Center on the Facemate property, this project would emphasize the City's commitment to redevelopment efforts on the Uniroyal Site while providing proof of public reinvestment in Chicopee Falls to spur private investment. Further, as a result of abatement and redevelopment, local property values will increase and further support a renaissance of redevelopment in Chicopee Falls.

Additionally, the RiverMills Vision Plan has already identified new expanses of open space and recreational amenities in high demand within the neighborhood, including an extension of the Chicopee River Walk and Bikeway, additional passive/active recreational spaces such as greenways, nature preserves and habitat areas. Access to the Chicopee River will be restored and existing ecological communities enhanced as a unique natural resource. The City is also committed to Low Impact Development (LID) strategies for storm and flood water management as well as Leadership in Energy and Environmental Design (LEED) strategies for building construction and operation (RiverMills Center is targeting LEED Silver). Further, the City can explore a variety of opportunities for preserving and retelling Chicopee's industrial history on-site as an 'outdoor' classroom and laboratory specifically for the City's younger generations. Positive outcomes will include improvement to the neighborhood's character and well-being and enhanced access to the Site, surrounding neighborhoods and the River.

*ii. Job Creation Potential: Partnerships with Workforce Development Programs:* While a local Brownfields Training Program is not active in Western Massachusetts, the City of Chicopee will make every effort to network with other job training programs including the City's High School Vocational Program; CareerPoint, a local work force and economic development career center based in Holyoke, MA and the Westover Jobs Corps located in Chicopee.

## **5. Programmatic Capability and Past Performance**

- a. ***Programmatic Capability:*** The City of Chicopee's Office of Community Development is well versed in the coordination and management of federal grants in support of numerous programs from social services and roadway improvements to larger scale planning projects like the RiverMills Vision Plan and the West End Brownfields Area-wide Plan. The Office is also currently leading the construction of the City's new Senior Center, an \$8 million project with federal, state and local funding sources.

The City of Chicopee has been receiving Community Development Block Grant (CDBG) and HOME funds as an entitlement community for the past 39 years. Staff in the Community Development Office include Carl Dietz, Director of Community Development; Kathleen Lingenberg, Director of Housing; Lee Pouliot, Planner & Administrator; Christopher Nolan, Project Manager and Julia Dias, Operations Manager. These five individuals are responsible for the all aspects of the administration of both the CDBG and HOME programs.

The Community Development Office has served as the lead office for the City's Brownfields Program since 2010. Under the direct supervision of Carl Dietz and Lee Pouliot will manage the project should this proposal be funded. Lee is a lifelong resident of Chicopee who completed a Master's Degree in Landscape Architecture at Cornell University in 2010. His final studio project focused on the City's former Uniroyal and Facemate properties, resulting in an in-depth understanding of the challenges and opportunities of assessment and cleanup. He assisted in the management of the \$1.6 million demolition for the former Facemate buildings and in the management of the West End Brownfields Area-Wide Planning Project, awarded to the City's partner the Pioneer Valley Planning Commission (PVPC) and funded through a pilot U.S. EPA grant program. Lee will have additional support in managing this grant from Chris Nolan, who is currently managing the Senior Center's construction.

*Plan to retain and/or replace leadership:* Lee Pouliot and all Community Development staff are firmly committed to the City of Chicopee and to seeing redevelopment of the Uniroyal property through completion. We firmly believe this project has the potential to have an invaluable impact on the Chicopee Falls neighborhood while boosting Chicopee's local economy and supporting further redevelopment. Community Development's unique setting within the City allows the Office to interface with a diverse mix of City residents and professionals. Should leadership need to be replaced at any time during the administration of this grant, City Officials will move quickly to identify a qualified and invested individual to step into the position(s). The City is committed to offering opportunities for new individuals to get involved with local government 'on the ground.' The challenges associated with projects like the Uniroyal property are highly attractive to young professionals, as is evidenced by Lee's commitment to the project and City upon graduation.

*System to acquire additional expertise:* The Uniroyal and neighboring Facemate properties are designated by the Commonwealth as a Brownfield Support Team (BST) project. If any additional expertise is required to successfully complete the proposed project, the City will capitalize on its BST contacts. Members of MassDEP, MassDOT, the MA Attorney General's Office, US EPA and MassDevelopment who sit on the BST are committed to the City and have been available to assist with Brownfields related issues. As described in Threshold Criteria, Section 4.a, the City has retained BETA Group, Inc. through an open and competitive procurement process to provide



Licensed Site Professional (LSP) services and oversight during the assessment and cleanup phases of redevelopment. BETA Group, through Alan Hanscom (MA License #2152) will provide all required oversight regarding compliance with all applicable environmental and cleanup laws and regulations per BETA's agreed upon Scope of Services with the City of Chicopee. Any other professional expertise related to this project will be retained following all applicable federal and state public procurement guidelines

- b. *Adverse Audits:* The Office of Community Development received no 'Adverse' Audit findings during the past year.
- c. *Past Performance and Accomplishments:* i. *1. Compliance with Grant Requirements:* The City of Chicopee was successful in securing three EPA Brownfields Cleanup Grants and one EPA Brownfields Community-wide Assessment Grant during the FY 2012 Competitive Round as well as one Cleanup Grant during FY 2013. Those grant projects are currently on-going and remain on schedule for completion as scheduled. Required documents including work plans, community relation plans, reports and ACRES reporting have been submitted per the anticipated schedule and set deadlines.

2. *Accomplishments:* The City was a successful grantee during the EPA Brownfields Pilot assessment program, receiving a total of \$200,000 beginning in 1996. To the best of our knowledge, the City successfully pursued assessment activities in compliance with all grant requirements and completed all necessary reporting obligations. The grant was closed on January 19, 2001. The projects listed below received funding and are listed as 'Success Stories' on EPA's website.

**- Former Bay State Wire Company** – In 1996, an initial Brownfields Pilot Assessment grant of \$59,000 was given to the City. Assessment work confirmed the presence of trichloroethylene (TCE), oil, grease and cadmium in the site's soil and groundwater. These activities led to a \$310,000 clean-up effort, funded through the Community Development Block Grant (CDBG). Once clean the property was sold to E. Joseph Montemagni, a private developer, for redevelopment as office space.

**- Former Conway Bedding/Hallahan Lumber** – Initial success at the former Bay State Wire Company site led to an additional \$30,000 in funds in May 1997. Completed assessments led to cleanup and demolition activities supported with CDBG resources. The site was sold to Benedict Broadcasting, an affiliate of CNBC who constructed an \$8 million state of the art digital broadcasting station for Channel 22 News.

**- Former J.G. Roy Lumber** – In September 1998, the EPA awarded the City with an additional \$111,000 in funds. This site received \$41,600 for assessment activities. The property was then sold to neighboring J. Polep Distribution Services, who completed remediation activities and demolished existing structures for future expansion. The City assisted with cleanup activities by providing CDBG loan funds to J. Polep.

**- Former Tri-City Cleaners** – Taken through tax-foreclosure, this site had a documented 67 year history of contamination. This property received over \$35,000 for assessment activities. Assessments were completed by 2000 and with the support of CDBG & other City/State funds the

property was redeveloped as a local Department of Motor Vehicle (DMV) branch that has been in operation since 2002.

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## Analysis of Brownfields Clean-up Alternatives

Former Uniroyal Tire Complex – Building #28 South  
City of Chicopee, Massachusetts

### Introduction and Background

**Site Location:** Former Uniroyal Tire Complex – Building #28 South  
154 Grove Street  
Chicopee, MA 01020  
Owner: City of Chicopee

**Previous Uses of the Site:** The Former Uniroyal Tire Complex consists of approximately 28 acres of land, originally developed during the late 1800s. In 1870 the property was used as a lumber yard by the Chicopee Manufacturing Company. From 1896 to 1898 the property was owned by the Spaulding and Pepper Company, who manufactured bicycle tires. The Fisk Rubber Company, which later changed its name to United States Rubber Company and then to Uniroyal, Inc., manufactured bicycle automobile & truck tires and adhesives from 1898 to 1981. Uniroyal Inc. closed their plant in 1980 and sold the property to Facemate Corporation in 1981. Facemate leased portions of the Uniroyal buildings to various companies for manufacturing, printing, machine shops, office, storage and health care facilities. Currently, seventeen (17) vacant buildings, encompassing 1.5 million square feet, remain standing at the Site.

Building #28 South represents foot print of \_\_\_\_\_ square feet (XX acres) of the Uniroyal property with \_\_\_\_\_ of vacant industrial space on \_\_\_\_\_ floors remaining buildings and various other structures.

Former manufacturing operations entailed the use of approximately 22 underground storage tanks (USTs) and five aboveground storage tanks for the storage of various petroleum products and solvents. Twenty-five pad and/or wall mounted transformers were used to distribute electrical power for site operations. Of these, 23 contained PCB-based dielectric fluids. Also, the Boston and Maine Railroad tracks bisect the Site. Railcars historically delivered carbon black to the complex for use in tire manufacturing.

**Past Assessment Findings:** Michelin North America, Inc. (MNA) acquired the assets of Uniroyal, Inc. circa 1990 and is considered the primary responsible party (PRP) dealing with residual contamination at the Uniroyal property. To date, MNA has identified and removed all known USTs on the property and all transformers have been removed by MNA and the City. MNA has managed transformer fluids and PCB-impacted soils (>50 ppm) at appropriately licensed off-site waste management facilities. In addition, MNA has consolidated PCB-impacted soils (<50ppm) on the Site and has initiated construction of a cap under applicable TSCA regulations.

Currently known residual site contamination includes PCBs, heavy metals, EPH, SVOCs & VOCs in soil and EPH & VOCs in groundwater. PCBs have also been identified in accumulated sediment in on-site stormwater drainage systems and in the toe drain system for the flood control dikes along the westerly boundary of the Site. MNA has executed cleaning of the stormwater and toe drain systems during 2011, under an EPA-approved TSCA Work Plan.

The City is working in cooperation with MNA to help prioritize site cleanup activities, but 'unknown subsurface conditions' remain under existing buildings and related structures. Additional sampling of sediments in the Chicopee River has also been required by Massachusetts Department of Environmental Protection (MassDEP). As additional buildings are demolished at the Site, MNA has indicated they will be implementing supplemental subsurface investigations. It is important to note that MNA's obligation for response actions will not fully achieve redevelopment requirements and that additional environmental cleanup will likely be required.

MNA's responsibilities as a PRP at the Uniroyal property are primarily related to the assessment and remediation of existing environmental contamination under Chapter 21E, the Massachusetts Contingency Plan and the Toxic Substances Control Act regulations. The assessment and abatement of hazardous substances within the on-site buildings, along with actual demolition of most of the buildings, are the City's responsibility and are funded separate from MNA's efforts. To date, the City has demolished nine buildings; 14 structures remain to be abated and demolished.

A structural condition assessment report of the Uniroyal buildings was prepared by Tighe & Bond in May 2011 that documents the very poor structural condition of nine of the eleven buildings on the former Uniroyal property. Subsequently, structural evaluations have identified additional buildings for demolition.

Reference is made to the section of this application entitled "**Summary of Phase I & II Assessment Reports and Other Environmental Investigation**" for a discussion of the hazardous materials inspection reports completed to date.

**Project Goals:** The former Uniroyal Tire Complex property is part of a larger redevelopment project known as RiverMills at Chicopee Falls. Situated at the geographical center of the City, these post-industrial lands were once part of Factory Village, a complex of workforce housing, businesses and services that brought industrialization to Chicopee beginning in 1822. Today, RiverMills represents the City's largest Brownfields redevelopment project.

The RiverMills Vision Plan was completed in December 2010. Extensive community outreach resulted in a plan reflecting community desires and endorsed by the City as the official redevelopment guide. The plan proposes the creation of an active/passive recreational network that reconnects the neighborhood to the Chicopee River. This network is the armature around which a mixed-use community is molded. This mixed-used scheme includes 33,500 square feet of new commercial space, 131,000 square feet of new office space, 131 new housing units the City's new Older Adult Community Center and a potential Family Recreation Center. Estimates indicate that this scheme will leverage an estimated \$100,000,000 in private investment when full build out is achieved and support the creation of 275 new full and part time, local jobs.

City officials and residents alike have repeatedly underscored the importance of RiverMills redevelopment as the avenue through which the Chicopee's heritage can be preserved. It is hoped that through redevelopment RiverMills can once again be a part of the community it helped to establish. With this in mind the City has established the following vision and objectives to guide redevelopment:

***"The City of Chicopee envisions the creation of a mixed-use, energy conscious, walkable community integrated within the historic framework of Chicopee Falls. With expanded business and job opportunities and new living options for residents, redevelopment will re-***

***connect the neighborhood to its rich environmental context while re-forging links between Chicopee Falls and Chicopee Center...”***

*Redevelopment Objectives*

- *Mixed Use Redevelopment:* The City is interested in redevelopment schemes that provide a diverse mix of uses on the Site. This mix should preferably include complementary uses that will directly and indirectly enhance the area as a place to live, work, shop, dine, visit and as a place to connect with recreational and environmental amenities. Schemes should provide for high quality improvements with uses that will actively contribute to the economy of the City, provide public access where appropriate and add to the neighborhood’s vitality and tax base.
- *Site Legacy:* The City has a vested interest in preserving the site’s history as part of the redevelopment process. It is hoped that redevelopment schemes will address how the site’s industrial past can be incorporated into its reuse, remembering the site’s history.
- *Environmental Connections:* Development schemes should strive to surround proposed buildings with a series of green spaces linked with pedestrian walkways, greenways or trails that also take advantage of the Chicopee River Walk that is currently under development. The entire RiverMills development should strive to be a pedestrian friendly environment, while enhancing the Chicopee River. Redevelopment schemes should propose avenues through which the river can be accessed and utilized from RiverMills by the public.
- *Neighborhood Connections:* The RiverMills property has been inaccessible to the Chicopee Falls neighborhood for nearly thirty (30) years. Redevelopment schemes should propose avenues through which the site will be reintegrated into the surrounding neighborhood and enable new connections to Chicopee Center and Memorial Drive’s commercial corridor.
- *Green Development:* The City of Chicopee supports of sustainable development practices and plans to pursue LEED certification for the City’s new Older Adult Community Center. The use of ‘green’ development techniques, with respect to energy efficiency, materials, building systems, construction methods, long-term building operations and site planning will be key factors considered during the developer selection and bid process.
- *Effective Public-Private Partnership:* With City, state and federal agency investments of nearly 3 million dollars to date, redevelopment schemes should not place disproportionate requirements on City resources.

***Summary of Phase I & II Assessment Reports and Other Environmental Investigations:*** Numerous environmental site investigations related to the release of oil and other hazardous materials have been performed at the referenced Uniroyal property over the past several years by Gannett Fleming and GZA, on behalf of Michelin North America, the company who acquired the assets of the former Uniroyal Company. With respect to hazardous building materials, two (2) separate assessments have been performed at the subject buildings and supplemental hazardous materials inspections have been scheduled for December 2011, as follows:



- GZA provided a preliminary hazardous materials inspection letter report of all buildings for the City of Chicopee in 2007;
- Smith & Wessel, under subcontract to BETA, completed a more detailed inspection and sampling program of Buildings 28S, 28N, 28N Extension and 33 in June 2011; and
- DEP has agreed to fund a supplemental hazardous materials inspection of the remaining site buildings, with an estimated completion date in late December 2011 or early January 2012.

With the completion of the supplemental asbestos and hazardous building materials inspection, we will have a reasonably comprehensive assessment of the extent and nature of the pre-demolition abatement requirements for the Uniroyal buildings to be demolished to facilitate site redevelopment.

### **Applicable Regulations and Cleanup**

**Cleanup Oversight Responsibility:** The Commonwealth requires property owners to hire a Licensed Site Professional (LSP) if cleanup activities are deemed necessary. As defined by the Commonwealth, the LSP “ensures that actions taken to address contaminated property comply with Massachusetts regulations and protect public health, safety, welfare and the environment.” In Massachusetts, LSPs are licensed by the state Board of Registration of Hazardous Waste Site Cleanup Professionals.

Following designation as a Brownfield Priority Project by MassDevelopment, the City released a Request for Proposals for Licensed Site Professional Services for the Uniroyal Site. The City followed all federal (40 CFR 31.36) and state public procurement guidelines during the process and has retained BETA Group, Inc. of Norwood, MA to provide LSP services related to oversight, assessment and cleanup of residual contamination and management of hazardous materials at the Site. Alan Hanscom, MA License #2152 – serves as the lead BETA representative to the City. The primary environmental regulations governing cleanup of the Site include the Massachusetts Contingency Plan (MCP), the Wetlands Protection Act (WPA), the Resource Conservation and Recovery Act (RCRA) and the Toxic Substances Control Act (TSCA).

BETA reports directly to the City’s Office of Community Development and BETA’s services related to subsurface contamination is funded through the MassDevelopment Brownfields Priority Project Fund. Services related to building inspections, demolition and other related services are separately funded. If funding is appropriated under EPA’s Cleanup Grants program, BETA would continue to provide LSP and oversight services. Any additional contractors needed to perform the proposed cleanup projects will be retained following all federal (40 CFR 31.36) and state public procurement guidelines.

**Clean-up Standards for Major Contaminants and Planned Reuse:** The various regulated building materials subject to pre-demolition abatement for this project include:

- Asbestos containing building materials, including both friable (easily crumbled, crushed, or pulverized by hand) and non-friable suspect ACM within the buildings, including the following types of materials:
  - Thermal system insulation, such as pipe, boiler, tank, and duct insulation;

- Surfacing materials, such as fireproofing, acoustical and decorative plasters, or other coatings applied by spray or trowel; and
- Miscellaneous materials, such as floor and ceiling tiles, mastics, roofing materials, and blown-in insulation.

**The applicable standards require segregation and off-site disposal of asbestos waste containing greater than 1% asbestos on a weight basis.**

Releases of asbestos containing materials to the environment are also regulated under the Massachusetts Contingency Plan.

- Lead based painted surfaces pose a potential risk to the environment due to leaching of lead from wastes placed in a landfill. The primary cleanup standard that drives decision making for lead paint is the Resource Conservation and Recovery Act (RCRA) that regulates hazardous waste management.

**In the case of lead paint, the leachate standard is 5 mg/l for the Toxicity Characteristic Leaching Procedure Test (TCLP) that simulates an acidic environment in a landfill in the laboratory.**

The regulations require that representative sampling and testing be performed on the demolition debris that is to be disposed. In certain cases, exemptions apply when such materials are to be re-used or recycled. In either event, it is our opinion that surfaces with greater than 5% lead content be segregated and disposed as RCRA hazardous waste. That threshold value may vary, depending upon the nature and volume of the lead painted materials with respect to the total volume to be disposed or recycled.

- Polychlorinated Biphenyls (PCBs) are primarily regulated under TSCA, with USEPA maintaining jurisdiction over all PCB releases greater than 50 ppm. The management of most PCB-containing equipment and fluids is also regulated under TSCA, but may also be subject to various regulations under RCRA and the Massachusetts Contingency Plan (MCP). Releases to the environment less than 50 ppm are regulated under the MCP.

**Laws & Regulations Applicable to the Cleanup:** There are three primary federal regulations that govern the pre-demolition abatement and disposal of regulated building materials:

- Resource Conservation and Recovery Act (RCRA);
- Toxic Substances Control Act of 1976 (TSCA); and
- Asbestos Hazard Emergency Response Act (AHERA) of 1986.

In addition to the regulations promulgated under the referenced laws, the MassDEP and US EPA have provided numerous guidance documents and policies that govern the manner in which the presence of regulated building materials is determined and the manner in which they are removed, handled and disposed. Such regulations are very prescriptive and close adherence to the requirements is required,

except in unusual circumstances when site-specific requirements are waived by state and/or federal regulators.

In this case, the MassDEP has jurisdiction over most activities involving the abatement and off-site management of regulated building materials. Several federal and state solid and hazardous waste regulations, including air and resource protection regulations govern the licensing and permitting of pertinent recycling and disposal facilities.

Specific state regulations that govern pre-demolition abatement and off-site recycling and disposal activities include:

- Solid Waste Regulations, administered through MassDEP (310 CMR 7.000 and 19.0000);
- Air Quality Regulations, Department of Labor Standards, Division of Occupational Safety (453 CMR 6.00);
- Massachusetts Contingency Plan (MCP) at 310 CMR 40.0000; and
- Massachusetts Hazardous Waste Regulations at 310 CMR 30.0000.

There are numerous policy and guidance documents that also regulate the handling, transportation and management of regulated building materials.

Sampling protocols for the inspection and assessment of asbestos containing building materials are based upon the following EPA guidance documents:

- *The Asbestos Hazard Emergency Response Act*, 40 CFR Part 763
- *Asbestos in Buildings: A Simplified Sampling Scheme for Friable Surfacing Materials*, (EPA Document 560/5-85-030a, October, 1985)
- *Asbestos Exposure Assessment in Buildings, Inspection Manual* (Yellow Book)
- *Guidance for Controlling Asbestos-Containing Materials in Buildings* (EPA Document 560/5-85-024)

## **Evaluation of Clean-up Alternatives**

### ***Clean-up Alternative A – No Action***

The “no action” alternative is not feasible, since abatement of the regulated building materials is required before building demolition can commence. Therefore, no further consideration of this alternative will be made.

### **Impact of Climate Change:**

### ***Clean-up Alternative B – Conventional Abatement***

As discussed previously, the abatement measures and off-site management requirements for all regulated building materials, including the handling, transportation, disposal and documentation requirements are

very prescriptive and there are few opportunities to deviate from those requirements. This alternative includes complete compliance with all of the regulatory requirements.

### **Impact of Climate Change:**

#### **Clean-up Alternative C – Alternative Work Practices**

As a Brownfield Support Team (BST) site, there has been significant discussion and a willingness on the part of the MassDEP to relax certain abatement requirements, given the magnitude of the project and site-specific circumstances that enable abatement to proceed without many of the work zone set-up and monitoring requirements. That is primarily due to the poor structural condition of the buildings to be demolished and, with the exception of asbestos workers; there are no sensitive receptors in the immediate vicinity of the work. A Generic Asbestos Abatement Work Plan, applicable for site-wide demolition work, is under discussion with the Brownfields Support Team, including MassDEP regulatory staff.

Furthermore, a similar initiative related to beneficial reuse of building materials (primarily including coated asphalt, brick and concrete) is underway and we anticipate execution of a Memorandum of Understanding (or similar document) with MassDEP that will result in significant project cost savings.

Our grant request would help fund pre-demolition abatement of regulated building materials in Building #28 North.

### **Impact of Climate Change:**

#### **Cost Estimates for Each Alternative**

##### **Clean-up Alternative A – No Action**

Not Applicable

##### **Clean-up Alternative B - Conventional Abatement**

Conventional abatement will be feasible in approximately XX% of Building #28 South. Due to the deteriorated condition of Building #28 South, some degree of structural stabilization and/or commingling of demolition debris (with or without segregation of asbestos containing building materials and C&D debris) will be required to comply with traditional abatement requirements. The estimate of probable pre-demolition abatement costs for the regulated building materials related to all of the buildings located within this parcel is well over \$XXXX. For the project contemplated for under this grant application, we estimate that the pre-demolition abatement, including a 20% contingency, will cost approximately \$XXXX, if done under convention abatement methods.

The abatement methods to be involved are routinely provided on similar projects and there would be little concern that they would not be effective.

#### **Clean-up Alternative C – Alternative Work Practices**

Alternative work practices for this project are proposed to include relaxation of the pre-abatement work zone preparation requirements and construction of critical barriers at only windows, doors and other means of access and egress.

The estimate of probable costs for implementation of pre-demolition abatement of regulated building materials to accommodate relocation of the PCB-impacted soils, using MassDEP-approved alternative work practices, is \$XXXX.

***Recommended Clean-up Alternative:***

We recommend that Alternative #3, Alternative Work Practices, be the selected clean-up alternative.